9 Jan 1975

MEMORANDUM FOR THE RECORD

SUBJECT: Recent Organizational Changes Affecting the Office of Communications

1. On 1 July 1973, two major organizational changes took place that affected the Office of Communications. The larger and more major change, involving [redacted] positions, 25X1A was the transfer of the COMINT collection functions to Division D of the DDO. Since these functions were contained within one OC Division and were therefore distinct from the other functions of OC, the transfer was a smooth one. Furthermore, the relationship between OC and DIV/D continues to provide the necessary resources and attitudes to perform the COMINT collection functions effectively and efficiently. This organizational change is considered a success by all principals involved.

2. The second organizational change affecting OC involved the transfer of ten positions and all research and development activities to the Office of Development and Engineering of the DDS&T. These positions were not within a single OC component, but were drawn from activities dispersed throughout OC. (It should be noted that "research and development" is somewhat of a misnomer as applied here; OC was not involved in research but has engaged only in development. Nevertheless, the term "R&D" has been used historically and will be used in this memorandum to refer to purely development activities.) It is not yet possible to evaluate totally the result of this transfer; the R&D process requires several years to produce a product, and that much time has not passed since the transfer. A number of the goals of the transfer, however, appear not to have been satisfied. The centralization of all Agency R&D was claimed to provide greater career opportunities for the engineers involved and to provide a greater resource base

E2 IMPDET
CL BY 033999

to apply against the R&D task. None of this has transpired. The engineers transferred to OD&E are still working exclusively on OC related requirements; no additional engineers have been assigned to these requirements (although all slots transferred for this purpose have not been filled for this purpose); funding levels have not been increased to the extent expected; and the contractors involved are essentially the same contractors who were involved prior to the transfer.

3. Organizational streamlining has certainly not resulted. OC requires the same number of management personnel to coordinate R&D activities with OD&E as were required to manage R&D within OC; OD&E has three levels of management involved; and the Technical Requirements Board of the DDO has to concern itself with coordinating with both OC and OD&E. Perhaps more cumbersome to the organization than the number of people who have become involved is the bureaucratic procedures that are necessitated by the inclusion of three directorates in the R&D process. A Memorandum of Understanding between OD&E and OC required 14 single-spaced pages and four charts to describe the respective actions in the development cycle. Each project now requires a Technical Operations Definition (TOD) document and a Development Plan over and above all documentation that was required in the past. Each TOD is drawn up by a committee made up of representatives from OC, OD&E, and the DDO (the last whenever covert equipment is involved). A sample TOD ran 15 single-spaced pages. A typical Development Plan ran eight single-spaced pages in addition to charts. Further, although no equipment developments have been completed since OD&E assumed responsibility for R&D, the addition of another office can only complicate whatever field tests may be required.

4. The major problem that has resulted from the transfer of R&D is difficult to quantify; it is a problem that results from separation--physical, organizational, professional, and experiential. Development of equipment is but one of the steps in the process of conceptualization, development, production, installation, use, and maintenance.

These are interwoven steps that are simultaneously technical and operational and require feedback from one to another in order for the total process to operate effectively and efficiently. This feedback has been severely and seriously disrupted by the organizational and physical separations that have accompanied the transfer of the R&D functions from the Office of Communications. An engineer responsible solely for the development of an item will not produce the same item as an engineer whose previous assignment was overseas using similar equipment and whose next tour will make him responsible for production of and training with that equipment. The organizational and physical separations prevent imparting to him the information and understanding that would rectify this.

5. It is well recognized in the aerospace industry that it is necessary first to produce complete, total documentation thoroughly defining all system parameters in order to develop most effectively an aerospace system. Such systems, however, are generally massive and independent; these projects stand or fall on their own merits. The same documentation approach is now being applied to development of equipment for OC requirements. These developments are not massive and are interrelated to other developments, equipment presently in use, and present and planned operations of both OC and the DDO. The "system" concept that proves so effective with aerospace systems is generally awkward and cumbersome when applied to OC requirements because these requirements are of necessity for only a part of a total "system." To define and document this "system" would require the full description of all OC activities, procedures, personnel and their skill-levels, and installations. It would also require similar descriptions applied to the DDO. Most importantly, it would require the understanding of OC needs and DDO needs in the field of communications equipment that can only result from the many years of association with these needs that is present in OC.

6. It is recommended that research and development responsibilities be returned to OC.

25X1A

[redacted]
Chief, Covert Engineering Division, OC-E